

1.0 Division of Aging and Adult Services

The Division of Aging and Adult Services (DAAS) is the designated State Agency authorized to coordinate all State activities related to the Older Americans Act of 1965. It advocates for the elderly, contracts for services, and administers State and federal programs for the elderly. The Division is also responsible for the protection of abused, neglected and exploited adults. Programs funded through the Older Americans Act must be distributed to the State's 12 local Area Agencies on Aging (AAAs) through an approved funding formula.

1.1 Financial Summary

For FY 2000, the Analyst recommends an appropriation for DAAS totaling \$17.6 million, including \$10.5 million from the General Fund. Most of the balance comes from federal sources. About 80 percent of the Division's budget is passed through to local AAAs.

	FY 1998	FY 1999	FY 2000	FY 00 - 99
Financing	Actual	Authorized	Analyst	Difference
General Fund	\$9,937,600	\$10,740,100	\$10,533,800	(\$206,300)
Federal Funds	6,529,507	6,835,900	6,820,400	(15,500)
Fed Funds (SSBG Transfer)			27,000	27,000
Dedicated Credits		100	3,000	2,900
Transfers	158,066	210,900	184,100	(26,800)
Beginning Nonlapsing	391,600	159,300		(159,300)
Ending Nonlapsing	(159,253)			
Total Revenues	\$16,857,520	\$17,946,300	\$17,568,300	(\$378,000)
FTEs		65.7	65.2	(0.5)
Expenditures				
Personal Services	\$2,959,110	\$3,283,600	\$3,280,100	(\$3,500)
Instate Travel	51,856	55,700	55,700	
Out of State Travel	13,731	14,000	14,000	0
Current Expense	447,972	460,100	462,400	2,300
Data Proc. Current Exp.	298,613	121,100	121,000	(100)
Pass Through Expense	13,086,238	14,011,800	13,635,100	(376,700)
Total Expenditures	\$16,857,520	\$17,946,300	\$17,568,300	(\$378,000)
Programs				
Administration	\$1,035,683	\$1,169,500	\$1,171,200	\$1,700
Local Gov't Grants	11,419,939	11,889,300	11,808,200	(81,100)
Non-Formula Funds	1,495,955	1,863,400	1,585,200	(278,200)
Adult Protective Svc	2,905,943	3,024,100	3,003,700	(20,400)
Total	\$16,857,520	\$17,946,300	\$17,568,300	(\$378,000)

2.0 Budget Highlights

Division of Aging and Adult Services

The table below details recommended adjustments included in the FY 2000 budget recommendation. Last year the Legislature appropriated \$100,000 for transportation needs for the elderly and \$100,000 for improvements to senior citizens' centers. Both appropriations were on a one-time basis. The Division requests the transfer of \$18,400 in General Funds for one-half FTE staff member to the Division of Services for People with Disabilities (DSPD). Other adjustments include funds for rent reallocation at the Department Offices in Salt Lake, increased rates of the State's internal service funds, and replacement of federal funds lost due to a higher required State match.

	General Fund	Total Funds
Authorized FY 1999	\$10,740,100	\$17,946,300
Transfers, Adjustments, Reductions		
Less one-time appropriations	(\$200,000)	(\$200,000)
Transfer to DSPD	(18,400)	(18,400)
Rent reallocation - 2nd West	800	1,400
Other FY00 revised funding estimates (non-state funds)		(174,000)
FY 2000 Building Blocks		
ISF adjustments	11,300	13,000
FMAP match rate change		0
Total Building Blocks & Adjustments	(\$206,300)	(\$378,000)
Total FY 2000 Budget Recommendations	\$10,533,800	\$17,568,300
(Without Compensation Adjustment)		

2.1 Transfer to DSPD

This move of \$18,400 to the Division of Service for People with Disabilities is for one-half of a training position that has previously been split between DSPD and DAAS. The staff member is now spending all her time training DSPD personnel. The transfer comes from the Administration and the Adult Protective Services programs.

2.2 FMAP Match Rate Change

The federal medical assistance percentage (FMAP) match rate for FY 2000 decreased from 71.98 percent to 71.61 percent. As a result, the State needs to assume a larger match to maintain current program levels. The Analyst recommends that \$27,000 be appropriated to make up this shortfall. Funding would come from Division state funds made available by transferring TANF (Temporary Assistance for Needy Families) funds to the SSBG (Social Services Block Grant). This does not increase overall expenditures. It is just a funding shift.

2.3 Medicaid Home & Community-based Aging Waiver Services

This waiver program permits Medicaid funding for services to the elderly in non-institutional settings, often allowing seniors to continue living in their homes and maintaining their independence. Medicaid restricts the cost of services to not exceed the cost of nursing homes. Waiver services are usually considerably less costly to both the State and the Federal Government. Available funding precluded the Analyst from including additional funds for this program.

3.0.1 DAAS Legislative Intent Language

The 1998 Legislature included the following intent language in the FY 1999 appropriations act:

It is the intent of the Legislature that the Departments of Health and Human Services, and the Division of Employment Development in the Department of Workforce Services, and the State Office of Education work jointly through the regular budget process to present program budget overviews for services to people with disabilities and for services to the aging to be presented to the 1999 Health and Human Services Appropriations Subcommittee. These program budget overviews will include a discussion of the most appropriate and least costly funding options.

The Departments indicated have worked during the interim to prepare this report and will present it during one of the regular subcommittee hearings. This is the second year this report will be presented to the Legislature.

3.1 DAAS: Administration

The State Office develops and monitors programs for older citizens. The Office is responsible for the implementation of the Older American's Act. It receives federal funds, distributes them to local agencies, and provides required oversight, technical assistance, training, data collection and monitoring. The Office contracts with local AAAs for the delivery of most services. The office administers the Medicaid Home and Community-based Waiver, State Alternatives/Care giver Respite programs, Adult Protective Services, and the Ombudsman Program.

3.1.1 Administration Budget Recommendations

The Analyst recommends an appropriation of \$1.2 million for the DAAS administrative office for FY 2000, including \$635,500 from the General Fund. The recommendation includes a reduction of \$1,000 for transfer to the Division of Services for People with Disabilities (DSPD) for a training position now devoted to DSPD, rent reallocation at the Salt Lake Department Offices (\$1,400), an adjustment for the State's internal service fund rate changes, and some minor adjustments in projected non-State revenues.

	FY 1998	FY 1999	FY 2000	FY 00 - 99
Funding Source	Actual	Authorized	Analyst	Difference
General Fund	\$607,633	\$653,500	\$653,500	\$0
Federal Funds	351,590	445,600	447,100	1,500
Dedicated Credits		100	100	0
Revenue Transfers	48,125	70,300	70,500	200
Beginning Nonlapsing	132,600			
Ending Nonlapsing	(104,266)			
Total Revenues	\$1,035,682	\$1,169,500	\$1,171,200	\$1,700
FTEs		17.4	17.4	0.0
FY 2000 Adjustments				
Transfer to DSPD			(\$1,000)	
Other FY00 revised funding estimates (non-state funds)			800	
Rent reallocation - 2nd West			1,400	
ISF adjustments			500	
Total Adjustments			\$1,700	

3.2 DAAS: Local Government Grants

Programs funded through the Older Americans Act must be distributed to Area Agencies on Aging (AAAs) through an approved funding formula. In Utah, there are twelve AAAs (local government units) under contract with the State Division. Five counties are separate service providers (Salt Lake, Davis, Tooele, San Juan and Uintah Counties). One provider is a cooperative venture between Weber and Morgan Counties. The other six providers are associations of governments:

Mountainland (Utah, Summit, Wasatch)
 Five County Assoc. (Kane, Iron, Washington, Garfield, Beaver)
 Six County Assoc. (Juab, Millard, Sevier, Wayne, Piute, Sanpete)
 S.E. Assoc. (Carbon, Emery, Grand)
 Uintah Basin (Daggett, Duchesne)
 Bear River Assoc. (Cache, Box Elder, Rich)

Local Formula Grants are distributed on the basis of formulas developed by the State Board of Aging and Adult Services. Some of the services and programs operated by the AAAs are listed below.

- ▶ *Support Services:* This includes outreach, transportation, friendly visitor, telephone reassurance services and other services designed to provide support to an individual in their own home.
- ▶ *Nutrition:* The Area Agencies on Aging provide both group (congregate) and home delivered meals. Approximately 35,000 people participate in the meals program. Recipients contribute approximately 30 percent of the cost of the meals. Many rural communities do not have meal programs available. Most existing programs have waiting

lists for home delivered meals.

- ▶ *Cash In-lieu of Commodities:* A federal Department of Agriculture grant reimburses nutrition providers for the cost of food.
- ▶ *Elder Abuse Prevention:* Abuse prevention consists of a public relations campaign promoting awareness and the need of reporting abuse, neglect and exploitation of the elderly.
- ▶ *Preventive Health:* Preventive Health is an outreach and educational program designed to promote healthy life styles among the elderly.
- ▶ *Long Term Care Ombudsman:* An Ombudsman program is established in Section 62A-3-201,UCA 1953, to assist the elderly in "asserting their civil and human rights as patients, residents, and clients of long-term care facilities" There are currently seven full-time and eighteen part-time ombudsmen in the state. There are also volunteers who serve as ombudsmen. They serve residents of nursing homes, residential facilities and adult foster care homes.
- ▶ *Respite Care:* This is a new program funded last year. It provides intermittent relief to care givers of adults who are suffering chronic long-term illnesses.
- ▶ *Home and Community-based Alternatives:* This program makes available a wide variety of in-home services, personal care, home health aides, respite, home delivered meals, day care, transportation, etc. Clients must meet income and eligibility guidelines to receive services and fees are assessed based on ability to pay.
- ▶ *Health Insurance Information Program:* This is an educational program assisting individuals with complex Medicare/Medicaid and supplemental insurance programs, questions and billing problems.

**3.2.1 Local
Government Grants
Budget
Recommendations**

The Analyst recommends \$11.8 million (\$6.4 million General Funds) be appropriated for distribution to local AAAs under this program. The only adjustment reflects the carry-forward funds in FY 1999 that will be used for the NAPIS (National Aging Information System).

	FY 1998	FY 1999	FY 2000	FY 00 - 99
Funding Source	Actual	Authorized	Analyst	Difference
General Fund	\$6,097,217	\$6,445,900	\$6,445,900	\$0
Federal Funds	5,158,967	5,362,300	5,362,300	
Beginning Nonlapsing	202,000	81,100		(81,100)
Ending Nonlapsing	(38,244)			
Total Revenues	\$11,419,940	\$11,889,300	\$11,808,200	(\$81,100)
FTEs		0.0	0.0	0.0
FY 2000 Adjustments				
Other FY00 revised funding estimates (non-state funds)			(\$81,100)	
Total Adjustments			(\$81,100)	

3.3 DAAS: Non-Formula Funds

The Division administers programs that have different funding sources and which do not use the Title III Older American Act funding formula. Each program has its own funds distribution method to the Area Agencies and other subcontractors. These programs include:

- ▶ *National Senior Services Corps:* This is a federally funded program to provide volunteer opportunities for senior citizens, including socialization for homebound seniors or in nursing homes, tutoring school children, working with juvenile offenders, and staffing service agencies.
- ▶ *Health Insurance Information Program:* This program operates in every county in Utah and assists seniors in understanding the complexities of the Medicare/Medicaid and supplemental insurance programs.
- ▶ *Employment Services:* This federally funded program subsidizes part-time employment and training for low income seniors. Last year, this program served 146 elderly citizens.
- ▶ *Legal Services:* The Division contracts with the Senior Citizens Law Project to provide assistance with legal needs. It actively recruits private attorneys to volunteer legal services.
- ▶ *Advocacy Information:* The Division publishes a federally funded newsletter entitled "Old News is Good News" with a circulation of about 20,000. This publication provides information on available services and senior issues.
- ▶ *Home and Community Based Waiver:* This waiver program permits Medicaid funding for services to the elderly in non-institutional settings. These services often allow seniors to maintain their independence. Medicaid restricts the cost of services to not exceed the

cost of nursing homes. Currently, about 600 Utahns are served by this program enabling them to continue residing in their own homes.

3.3.1 Non-Formula Funds Budget Recommendations

The Analyst recommends \$1.6 million (\$781,800 General Fund) be appropriated for these programs for FY 2000. This recommendation includes a reduction of \$200,000 for one-time funding in the current budget and carry-forward funds from FY 1998 that will be spent in the current year. It also reflects the replacement of federal funds that would be lost due to the increased State match required for the federal medical assistance percentage (FMAP) match rate for FY 2000.

	FY 1998	FY 1999	FY 2000	FY 00 - 99
Funding Source	Actual	Authorized	Analyst	Difference
General Fund	\$709,250	\$981,800	\$781,800	(\$200,000)
Federal Funds	673,507	662,800	662,800	
Fed Funds (SSBG Transfer)			27,000	27,000
Revenue Transfers	109,940	140,600	113,600	(27,000)
Beginning Nonlapsing	22,000	78,200		(78,200)
Ending Nonlapsing	(18,742)			
Total Revenues	\$1,495,955	\$1,863,400	\$1,585,200	(\$278,200)
FTEs		0.0	0.0	0.0
FY 2000 Adjustments				
One-time appropriations FY 1999			(\$200,000)	
Other FY00 revised funding estimates (non-state funds)			(78,200)	
FMAP match rate change			0	
Total Adjustments			(\$278,200)	

3.3.2 FY 1999 One- time Appropriations

Last year, the Legislature appropriated \$100,000 from the General Fund for transportation equipment needs in the various AAAs. It also passed HB 61 which provided \$100,000 for repairs and renovations of senior citizen centers around the State. Both of these funds were considered one-time only. They were distributed by the State Board for Aging and Adult Services.

3.3.3 FMAP Match Rate Change

To maintain current federal funding levels from the Federal Medical Assistance Percentage (FMAP) program, the State needs to assume a larger match. The Analyst recommends that \$27,000 be appropriated to make up this shortfall. Funding would come from Division state funds freed up by transferring TANF (Temporary Assistance for Needy Families) funds to the SSBG (Social Services Block Grant).

3.3.4 Medicaid Home & Community-based Aging Waiver Services

The Division requested approximately \$500,000 from State funds for this waiver program which permits Medicaid funding for services to the elderly in their homes or other non-institutional settings. These services include companion services, homemaker services, adult day programs, help with hygiene and other personal needs, respite care for care givers, etc. The national average cost of nursing home care per person is approximately \$41,000 a year (State's share would be about \$11,500, or 28 percent). The average annual cost per person for in-home and community-based services is

\$3,500 (State's share would be about \$980). Obviously, if we can keep more elderly people out of nursing homes longer, there is a cost savings to public agencies. Most elderly would also prefer home-based services. Limited resources prevented additional funding for this program for FY 2000. However, if additional funding becomes available, this program should be considered by the Legislature.

3.4 DAAS: Adult Protective Services

Adult Protective Services (APS) is both a State and federally mandated program to protect disabled and elderly adults, age 18 and over, from abuse, neglect and exploitation. The State has a mandatory reporting law requiring all citizens to report suspected cases of elderly abuse. APS investigates these referrals and takes action to protect the individual from further harm. Most clients are referred to other agencies for services. APS has funding to provide a limited number of Adult Foster Care and Adult Day Care placements. APS also provides protective payee services on a voluntary basis to clients who cannot manage their funds without assistance. For clients found incompetent by the courts, and who have no one else to serve as their guardian, APS may be appointed as their guardian.

- ▶ *Adult Day Care:* This program provides a safe place for families to place their relatives during the day. Day Care is especially important for victims (and families of victims) suffering from Alzheimer's and other diseases. In 1998, 62 residents of Utah were served by this program.
- ▶ *Adult Foster Care:* In 1998, 27 people were provided Adult Foster Care services. This program provides family-based care for adults unable to live independently. The client can pay the provider directly for room and board, or the Division approves the foster home and pays them a service fee to cover the cost of supervision and care.
- ▶ *Protective Payee Services:* Individuals receiving these services are victims of abuse, neglect, or exploitation and lack the ability to manage their own incomes. They have payee services as part of their treatment program managed by their case worker.
- ▶ *Adult Guardianship:* Last year, the Division was the legal guardian for 45 elderly who had no other persons to assist them. Some of these clients were assigned by the court system.

3.4.1 Adult Protective Services Budget Recommendations

The Analyst recommends \$3.0 million (\$2.7 million General Funds) for Adult Protective Services for FY 2000. This reflects the transfer of \$17,400 (General Fund) to the Division of Service of People with Disabilities (DSPD) for one-half FTE staff member now providing training only to DSPD. It also includes \$12,500 for increased rates charged by the State's internal service funds.

	FY 1998	FY 1999	FY 2000	FY 00 - 99
Funding Source	Actual	Authorized	Analyst	Difference
General Fund	\$2,523,500	\$2,658,900	\$2,652,600	(\$6,300)
Federal Funds	345,443	365,200	348,200	(17,000)
Dedicated Credits			2,900	2,900
Beginning Nonlapsing	35,000			
Ending Nonlapsing	2,000			
Total Revenues	\$2,905,943	\$3,024,100	\$3,003,700	(\$20,400)
FTEs		48.3	47.8	(0.5)
FY 2000 Adjustments				
Transfer to DSPD			(\$17,400)	
Other FY00 revised funding estimates (non-state funds)			(15,500)	
ISF adjustments			12,500	
Total Adjustments			(\$20,400)	

4.0 Tables

4.1 Funding History

	FY 1995	FY 1996	FY 1997	FY 1998	FY 1999	FY 2000
Funding	Actual	Actual	Actual	Actual	Authorized	Analyst
General Fund	\$7,841,600	\$8,632,100	\$10,123,600	\$9,937,600	\$10,740,100	\$10,533,800
Federal Funds	5,950,300	5,965,900	6,280,000	6,529,507	6,835,900	6,847,400
Dedicated Credits	125,300	12,800			100	3,000
Transfers	125,900	190,300	249,600	158,066	210,900	184,100
Beginning Nonlapsing	46,400		139,200	391,600	159,300	
Ending Nonlapsing		(139,200)	(391,600)	(159,253)		
Lapse			(146,000)			
Total Revenues	\$14,089,500	\$14,661,900	\$16,254,800	\$16,857,520	\$17,946,300	\$17,568,300
FTEs	59.5	66.5	65.6	63.2	65.7	65.2
Programs						
Administration	\$1,377,800	\$886,900	\$1,006,800	\$1,035,683	\$1,169,500	\$1,171,200
Local Gov't Formula Grants	9,133,300	9,800,100	10,776,800	11,419,939	11,889,300	11,808,200
Non-Formula Funds	1,252,600	1,361,900	1,579,800	1,495,955	1,863,400	1,585,200
Adult Protective Services	2,325,800	2,613,000	2,891,400	2,905,943	3,024,100	3,003,700
Totals	\$14,089,500	\$14,661,900	\$16,254,800	\$16,857,520	\$17,946,300	\$17,568,300
<i>Percent Change</i>		4.06%	10.86%	3.71%	6.46%	-2.11%

4.2 Federal Funds

Division of Aging & Adult Services	FY 1998	FY 1999	FY 2000	FY 00 - 99
Program	Actual	Authorized	Analyst	Difference
Title XX Soc. Svc Block Grant	\$345,443	\$365,200	\$375,500	\$10,300
General Funds				0
Totals for this grant/contract	\$345,443	\$365,200	\$375,500	\$10,300
Title IIIC1 Congregate Meals*	\$1,692,847	\$1,825,400	\$1,825,400	\$0
General Funds	143,892	155,200	155,200	0
Totals for this grant/contract	\$1,836,739	\$1,980,600	\$1,980,600	\$0
Title IIIB Social Svc*	\$1,572,329	\$1,755,100	\$1,756,400	\$1,300
General Funds	121,384	135,500	135,600	100
Totals for this grant/contract	\$1,693,713	\$1,890,600	\$1,892,000	\$1,400
Title IIID Frail Elderly *	\$46,684	\$63,300	\$63,300	\$0
General Funds	2,474	3,400	3,400	0
Totals for this grant/contract	\$49,158	\$66,700	\$66,700	\$0
Title IIIC Home Meals *	\$734,256	\$727,900	\$727,900	\$0
General Funds	41,118	40,800	40,800	0
Totals for this grant/contract	\$775,374	\$768,700	\$768,700	\$0
Title V SCSEP **	\$602,475	\$578,500	\$578,500	\$0
General Funds				0
Totals for this grant/contract	\$602,475	\$578,500	\$578,500	\$0
Cash in lieu of Commodities	\$1,296,285	\$1,221,700	\$1,221,700	\$0
General Funds				0
Totals for this grant/contract	\$1,296,285	\$1,221,700	\$1,221,700	\$0
DOH&HS Grants	\$90,244	\$104,800	\$104,800	\$0
General Funds				0
Totals for this grant/contract	\$90,244	\$104,800	\$104,800	\$0
Misc OHDS Grants	\$99,747	\$137,300	\$137,300	\$0
General Funds				0
Totals for this grant/contract	\$99,747	\$137,300	\$137,300	\$0
DHS PHS Grants	\$22,248	\$30,300	\$30,300	\$0
General Funds				0
Totals for this grant/contract	\$22,248	\$30,300	\$30,300	\$0
DHS Other Grants	\$26,949	\$26,300	\$26,300	\$0
General Funds				0
Totals for this grant/contract	\$26,949	\$26,300	\$26,300	\$0
Total Federal Funds	\$6,529,507	\$6,835,800	\$6,847,400	\$11,600
Total State Funds	308,868	334,900	335,000	100
Total Funds	\$6,838,375	\$7,170,700	\$7,182,400	\$11,700
* 25% match for admin, 5% for programs. Local Authorities must also provide a 10% match				
** All match by Local Authorities				

